

Section 1: Introduction

For more than four decades, the U.S. Department of Defense (DoD) has closed or realigned military installations to reduce overhead, enhance readiness and modernization, and adjust to the realities of changing international relations. The resultant impact on surrounding communities is often dramatic. Many communities have successfully converted these former installations to civilian uses such as parks and other recreational facilities, business centers, market-rate housing, affordable housing, and transitional housing for homeless persons. Since the late 1980s, the base closure process and the role of local communities in planning for their transition to civilian use have evolved significantly.

In 1987, Congress enacted the Stewart B. McKinney Homeless Assistance Act. Title V of that Act made serving the homeless the first priority for use of all surplus Federal properties, including military installations. Congress did not anticipate the scope of military base closures and realignments nor how the Title V priority of the McKinney Act would affect reuse of the installations.

In 1988, the Secretary of Defense chartered the first Defense Base Closure and Realignment Commission (BRAC Commission). The BRAC Commission recommended closing 86 installations and the partial closure or realignment of 59 others. The Base Closure and Realignment Act of 1990 established the first independent commission “to provide a fair process that will result in the timely closure and realignment of military installations inside the United States.” This law authorized the creation of an independent BRAC Commission to recommend installation realignments and closures in 1991, 1993, 1995, and now 2005.

Early in the 1990s, most individuals involved in base reuse concluded that Title V of the McKinney Act did not adequately address all multiple interests related to large parcels of surplus Federal properties such as military bases. Therefore, in 1994, DoD; the U.S. Departments of Housing and Urban Development (HUD), Veterans Affairs (VA), and Health and Human Services (HHS); the General Services Administration (GSA); and homeless assistance providers and other community groups recommended changes to the McKinney Act that led to enactment of the **Base Closure Community Redevelopment and Homeless Assistance Act of 1994** (the **Redevelopment Act**). The Redevelopment Act, which was amended in 1996, remains in effect and governs the 2005 installation realignments and closures.

The President approved the 2005 BRAC Commission recommendations on September 8, 2005. Those approved recommendations were sent to the Congress on September 23, 2005 and became law on November 9, 2005.

The Redevelopment Act

The Redevelopment Act was designed to accommodate the impacted communities' multiple interests in base reuse and to meet the national priority to assist homeless individuals and families. The law exempted BRAC Commission installations from the provisions of Title V of the McKinney Act and substituted a community-based process wherein representatives of the homeless and other community groups participate in local reuse planning.

The Redevelopment Act places responsibility for base reuse planning in the hands of a Local Redevelopment Authority (LRA), which represents all the local jurisdictions affected by a closing or realigning installation. The LRA is responsible for developing a reuse plan that appropriately balances the needs of the various communities for economic redevelopment, other development, and homeless assistance. HUD then reviews the plan to determine its compliance with the statute.

Implementation of the Redevelopment Act

HUD's Office of Community Planning and Development (CPD) and DoD's Office of the Assistant Secretary for Economic Security jointly developed and published regulations that implement the Redevelopment Act. The regulations, although identical, are found in two locations. HUD's regulations are codified at 24 CFR 586 and DoD's version is found at 32 CFR 176.

This guidebook was developed to anticipate and answer potential questions about the Redevelopment Act. It explains the base redevelopment planning process, the requirements and guidelines for submission of applications, and HUD's review process. However, this guide is not an exhaustive reference. Other issues germane to the base reuse process are addressed in two DoD documents:

- *Responding to Change: Communities & BRAC* provides practical, early-on advice for local and State officials and the general public. It encourages early organization, thorough planning, and actual implementation of redevelopment plans. Copies may be obtained from DoD's Office of Economic Adjustment by calling (703) 604-6020 or online at <http://www.oea.gov>.
- *The Base Redevelopment and Realignment Manual* describes the procedures to transition installations from military to civilian use and ensures a common approach is used by all the components of DoD. Copies may be obtained online at <http://www.dtic.mil/whs/directives> or from the U.S. Department of Commerce, National Technical Information Service, 5285 Port Royal Road, Springfield, VA 22161, and (703) 487-4600.

Other primary sources of BRAC information can be located online at the BRAC Commission website at: <http://www.brac.gov> or DoD's website at <http://www.defenselink.mil>.